

## **SECTION VI.**

### **2004 Program Year Strategy and Action Plan**

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### **Strategies and Actions**

Pursuant to Section 91.315 of the Consolidated Plan regulations, this section contains the following:

- A reiteration of the State's philosophy of addressing housing and community development issues;
- A discussion of the general obstacles the State faces in housing and community development;
- How the State intends to address the identified housing and community development needs;
- How the State determined priority needs and fund allocations; and
- The State's FY2004 One Year Action Plan.

This section also partially fulfills the requirements of Section 91.320 of the Consolidated Plan regulations. The bulk of the requirements of Section 91.320 – a discussion of federal and non-federal resources, funding activities and allocation plans, geographic distribution of assistance, and program specific requirements – are found in Appendix G, Agency Allocation Plans. Required State certifications are located in Appendix B.

#### **Approach and Methodology**

**Planning workshop.** The Consolidated Plan Coordinating Committee attended a workshop in March 2004 to evaluate the five year Strategic Plan adopted in FY2000 and develop a One Year Action Plan for FY2004. The agenda for the workshop was to:

- Review the housing and community development needs identified through the FY2004 planning process;
- Review the five year housing and community development goals and resulting Strategic Plan developed in FY2000;
- Keep working on, modify, delete, or develop new Action Items for the FY2004 program year; and
- Lay some of the groundwork for development of the upcoming new Five Year Plan.

At the end of the workshop, the Committee had developed the One Year Action Plan for FY2004.

**Planning principles.** The Committee has retained the following guiding principles developed in the FY2000 strategic planning process:

- Focus on the findings from citizen participation efforts (public forums, community surveys, public comments);
- Allocate program dollars to their best use, with the recognition that nonprofits and communities vary in their capacities and that some organizations will require more assistance and resources;
- Recognize that the private market is a viable resource to assist the State in achieving its housing and community development goals;
- Emphasize flexibility in funding allocations, and de-emphasizing geographic targeting;
- Maintain local decision making and allow communities to tailor programs to best fit their needs;
- Leverage and recycle resources, wherever possible; and,
- Understand the broader context within which housing and community development actions are taken, particularly in deciding where to make housing and community development investments.

**Geographical allocation of funds.** In the past, the responsibility for deciding how to allocate funds geographically has been at the agency level. The Committee has maintained this approach, with the understanding that the program administrators are the most knowledgeable about where the greatest needs for the funds are located. Furthermore, the Committee understands that since housing and community development needs are not equally distributed, a broad geographic allocation could result in funds being directed away from their best use.

Specific information on the geographic allocation of funds for each of the four HUD programs is located in the program allocation plans in Appendix G.

**Prioritization of funds.** The Committee has determined broad guidelines for priority setting. Ultimately, the Committee strives to provide funding to activities that benefit individuals and groups with the greatest needs. The Committee maintains that the greatest needs are best determined at the local level. For statewide priorities, the Committee has adopted the overall priorities as 1) income, with the greatest emphasis on the lowest income groups, and 2) special needs populations.

The results of the FY2000 program year strategic plan and action items audit are detailed in following section, beginning with a summary of the housing and community development needs identified during the FY2004 Consolidated Planning process.

## Summary Findings

Sections II-V of the FY2004 Consolidated Plan Update present findings from the community survey, regional public forums, and secondary statistical research. In sum, these data showed the following trends and implications:

- The top housing needs identified in the community forums included emergency shelters, owner occupied housing, down payment assistance/counseling, rental housing rehabilitation, housing needs assessment, and home repair/home modification.
- The top community development needs identified in the forums were for workforce development and job training programs, water and sewer improvements, and infrastructure in support of affordable housing.
- The top community development needs listed by survey respondents included downtown revitalization, economic development, facilities and shelters for special needs populations, and improvements to public infrastructure.
- Respondents to the community survey cited the need for single family housing, emergency shelters, and multifamily apartments, as the greatest housing needs.
- The top barriers to housing choice identified by survey respondents were the cost of housing and lack of public transportation, especially as related to location of employment.
- The top barriers to community development identified by survey respondents were jobs that pay a living wage, lack of job growth, lack of funds available to make community development improvements, and lack of affordable housing.
- According to new data reported by the Census Bureau, in 2002, approximately 240,000 homeowners and 238,000 renters paid more than 30 percent of their incomes in housing and are cost burdened. The State's youngest, elderly, and low-income households are the most likely to be cost-burdened.
- Disability and Familial status were the most common reasons that Indiana citizens are discriminated against when trying to find housing, according to the surveys that have been conducted for the State's Consolidated Plans. In past surveys, race had been the top reason cited.

Exhibit VI-1 provides the estimated 2004 program year funding levels for each of the four HUD programs. These resources will be allocated to address the identified housing and community development strategies and actions. Please see Appendix G for methods of distribution for each program, including matching dollar requirements and sources of such funds.

**Exhibit VI-1.**  
**2004 Consolidated Plan Funding, by Program and State Agency**

Agency	Allocation
American Dream Downpayment Initiative (ADDI)	\$948,000
Indiana Department of Commerce (CDBG)	\$36,848,000
Indiana Housing Finance Authority (HOME)	\$17,718,000
Indiana Housing Finance Authority (HOPWA)	\$836,000
Indiana Family and Social Services Administration (ESG)	<u>\$1,847,000</u>
<b>Total</b>	<b>\$58,197,000</b>

Source: State of Indiana and HUD, 2004.

In addition to the above formula allocations for 2004, the State will also receive one-time allocation of \$1,134,586 in previously unexpended HOPWA funds.

### **Five Year Goals**

Seven top-level goals were established by the Committee for the FY2000 five year plan. The Committee has retained these top level goals for the FY2004 Action Plan. The goals, strategies, and action items are not ranked in order of importance, since it is the desire of the State to allow each region and locality to determine and address the most pressing needs it faces.

1. Expand and preserve affordable rental housing opportunities.
2. Enhance affordable homeownership opportunities.
3. Promote livable communities and community redevelopment.
4. Enhance employment development activities, particularly those that provide workforce development for low to moderate-income citizens.
5. Strengthen and expand the State's continuum of care for persons who are homeless.
6. Strengthen the safety net of housing and services for special needs groups.
7. Enhance the local capacity for housing and community development.

The following section outlines the Strategies and Action Plan in detail, including any modifications that have been made to better meet community needs.

## Strategies and Action Plan

**Goal 1.** Expand and preserve affordable rental housing opportunities.

As detailed in the Housing and Community Development and Housing Market Analysis sections of the report, one of the greatest needs of communities is affordable, quality, multifamily housing. “Affordable” housing in this context generally refers to housing costs that are 30 percent of less than a household’s gross income.

As reported in the Housing Market Analysis section, 37 percent of the State’s rental households paid more than 30 percent of their household incomes in rent in 2002 and, as such, were cost burdened. The State’s youngest households, elderly households, and households with earnings of less than \$33,000 are most likely to be cost burdened.

The strategies developed to accomplish Goal 1 include:

- a. Continue funding IHFA’s Housing from Shelters to Homeownership program to provide affordable rental housing. This program utilizes CDBG and HOME dollars to fund activities ranging from emergency shelter development, to owner and rental housing rehabilitation and new construction, to homeownership counseling and down payment assistance. Units of local government, townships, public housing authorities, Community Housing Development Organizations (CHDOs), joint ventures and nonprofit entities may all apply for funding. Developments that serve the lowest income citizens are given additional scoring points, although this program’s scoring system considers a number of factors to ensure that dollars are allocated to the greatest needs.
  - **Action Items to be Monitored.** On an annual basis, IHFA will evaluate the current funding allocation of the Housing from Shelters to Homeownership program by comparing the number of units produced or rehabilitated, and/or dollar amounts available for production or rehabilitation, with the housing needs identified in the Consolidated Plan, to the extent that a renter/owner needs breakdown is available. The number and types of applications for the program will also be analyzed, since this measure of demand is also an indicator of need. The results of the evaluation will be used to establish priorities and goals for the upcoming program year.
  - **Accomplishments.** *This program will continue in FY2004. IHFA proposes to allocate \$4 million of HOME and CDBG funds to provide affordable rental housing through the Housing from Shelters to Homeownership program during FY2004.* In addition, IHFA will continue to utilize a competitive allocation system for the program. Preference is given to projects that: 1) Meet the needs of their specific community; 2) Attempt to reach very low-income levels of 30% of area median income; 3) Are ready to proceed with the project upon receipt of the award; and, 4) Revitalize existing neighborhoods.

- b.** Continue using Rental Housing Tax Credits to develop affordable rental housing. Since the program's inception in 1986, IHFA has been active in allocating Rental Housing Tax Credits. IHFA recognizes the value of tax credits in providing the much needed development of affordable rental housing; the program has long been at the core of the agency's multifamily division activities.
  - **Action Items to be Monitored.** IHFA will also evaluate and report annually to the Committee on the ability of the Rental Housing Tax Credit program to serve the State's housing needs. IHFA will actively campaign for federal regulations that increase the amount of Rental Housing Tax Credits that states are allowed to allocate.
  - **Accomplishments.** *This program will continue in FY2004. IHFA proposes to allocate \$2.4 million of HOME funds to provide affordable rental housing through the Rental Housing Tax Credit program during FY2004.*
- c.** Continue to preserve existing Section 8 expiring use properties through IHFA's work as a HUD designated Participating Administrative Entity (PAE) to encourage property owners to remain in the Section 8 program. In addition, IHFA has been approved as a Section 8 Contract Administrator for certain properties.
  - **Action Items to be Monitored.** A designated Consolidated Plan Committee member will report to the Committee on IHFA's accomplishments as a PAE and Section 8 Contract Administrator on an annual basis.
  - **Accomplishments.** *This action item is ongoing. For FY2004, IHFA will remain a PAE and Section 8 contract administrator.*

**Goal 2.** Enhance affordable homeownership opportunities.

Affordable housing has consistently been identified as a top need in the forums and surveys conducted as part of the five year Consolidated Planning process. Expansion of affordable rental housing programs, which is addressed in the strategies for Goal 1, will serve a portion of this need, especially for the very lowest income households.

Enhancing homeownership opportunities is another part of the solution. The need for affordable single family housing was expressed by both survey respondents and forum attendees, including those representing special needs groups. According to Census 2002 data, nearly 240,000 Indiana homeowners paid more than 30 percent of their household income on housing costs in 2002. The State's lowest income households experience the greatest cost burden: Ninety-two percent (or 39,000) of the State's households earning less than or equal to 30 percent of the AMI (<\$12,391) who pay a mortgage were cost burdened in 2002.

The strategies developed to accomplish Goal 2 include:

- a. Continue to fund IHFA's Housing from Shelters to Homeownership program to provide affordable single family new construction, rehabilitation of existing units for resale, owner-occupied rehabilitation, homeownership counseling and downpayment assistance
  - **Action Items to be Monitored.** On an annual basis, IHFA will evaluate the current funding allocation of the Housing from Shelters to Homeownership program by comparing the number of units produced or rehabilitated, and/or dollar amounts available for production or rehabilitation, with the housing needs identified in the Consolidated Plan, to the extent that a renter/owner needs breakdown is available. The number and types of applications for the program will also be analyzed, since this measure of demand is also an indicator of need. The results of the evaluation will be used to establish priorities and goals for the upcoming program year.
  - **Accomplishments.** *This program will continue in FY2004. IHFA proposes to allocate \$3.9 million of HOME and CDBG funds to provide affordable owner occupied housing through the Housing from Shelters to Homeownership program during FY2004.* In addition, IHFA will continue to utilize a competitive allocation system for the program. Preference is given to projects that: 1) Meet the needs of their specific community; 2) Attempt to reach very low-income levels of 30% of area median income; 3) Are ready to proceed with the project upon receipt of the award; and, 4) Revitalize existing neighborhoods.
- b. Continue IHFA's First Home program, which uses Mortgage Revenue Bonds and Mortgage Credit Certificates to provide interest rate subsidies and down payment assistance to low and very low income households for purchase of their first home.
  - **Action Items to be Monitored.** IHFA will evaluate and report annually to the Committee on the accomplishments of the First Home program in serving the State's lowest income populations who desire homeownership. IHFA will actively campaign for federal regulations that increase the amount of private activity bonds that states are allowed to issue. Also, IHFA will be utilizing HOME and ADDI funding for Homeownership counseling and down payment assistance.
  - **Accomplishments.** *This program is ongoing.* IHFA was successful in its campaign to increase the amount of private activity bonds allowed. Congress passed the increase, from \$50 per capita in 2000 to \$75 beginning in 2002.



- c. Explore the feasibility of establishing a statewide homebuyer counseling program.
  - **Action Items to be Monitored.** A designated Committee member will work with IHFA to evaluate the need for a homebuyer counseling program. If a need for such a program is identified, the Committee will assist IHFA in marketing the program to targeted populations, including dissemination of program materials at the Consolidated Plan regional forums and public hearings
  - **Accomplishments.** During 2001, IHFA hosted two roundtable discussions and conducted a mail survey to ascertain the need for a statewide homebuyer counseling program. In general, housing providers agree that there is a need for homebuyer education. During program years 2002 and 2003, IHFA funded The Homeownership Education & Counseling Initiative (HomeEC), which is being conducted by IACED. The broad purpose of HomeEC is to determine the need for a statewide homeownership education and counseling program and develop a framework for such projects. In 2002 and 2003, regional meetings were held statewide to address the two primary components of the needs assessment: Quality - how to ensure that the program has consistent standards; and Accessibility – how to ensure that the program is accessible to all Indiana citizens, especially those in rural areas. In addition, during 2003, two interim “train the trainer” sessions were held to begin certifying counselors. IACED will present recommendations about such a program to IHFA and the Committee.

The Individual Development Account (IDA) program mentioned in Action Item e. (below) contains a financial management component to assist potential homebuyers in understanding the financial requirements of buying a home.

  - **Action Items to be Monitored.** *The results of the Initiative will be incorporated into development of the State’s next five year plan.*
- d. Consider establishing a marketing campaign that promotes homeownership to the State’s minority populations, specifically targeting African American and Hispanic homebuyers.
  - **Action Items to be Monitored.** IHFA will work to evaluate the feasibility of establishing such a marketing campaign. If the decision is made to move forward with these marketing efforts, the Committee will assist in dissemination of materials and integrate the information into the Consolidated Plan public outreach process.

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**Goal 3.** Promote livable communities and community redevelopment.

Citizens identified a number of community development concerns as detailed in the Housing and Community Development Needs section of the report. Forum attendees identified workforce and public infrastructure needs – particularly jobs, training, and downtown revitalization – and infrastructure for affordable housing as top needs.

The Department of Commerce has recently taken a new approach to measuring the quality of life of the State's communities by employing a "livable communities" concept. IDOC defines livable communities as those that "actively and successfully serve the needs of their citizens; effectively connect people and places; and preserve, build upon, and invest in their economic, environmental, and human assets. To achieve this, livable communities plan and prepare for the future and form partnerships between the business, civic, government and not-for-profit sectors of the community." Thus, a livable community is one that encompasses, among other things, adequate public infrastructure systems, good daycare and social services, and ample employment opportunities.

Because community development issues are often interconnected – e.g., inadequate employment opportunities can affect the commute citizens must endure to find a job – the Committee chose to address the community development concerns through the promotion and creation of livable communities. The strategies developed to accomplish Goal 3 include:

- a.** Continue funding IDOC's Community Focus Fund (CFF), which uses CDBG dollars for community development projects ranging from environmental infrastructure improvements to development of daycare and senior centers.
  - **Action Items to be Monitored.** IDOC will continue soliciting feedback from its grant recipients about the CFF program, including components of the program that could be modified to better meet the needs of Indiana's communities. This feedback will be compared to the community needs identified in the Consolidated Plan and, together, these measures will be used to evaluate the program annually, to ensure that program dollars are being allocated to their most productive use. Components of the CFF, including the scoring process, will be modified as needed to reflect the needs of communities.
  - **Accomplishments.** *This program is ongoing for 2004. During program year 2002, communities in the State received \$25 million in funding through the CFF. A variety of projects were funded, including: community and family service centers; facilities serving special needs populations; a head start center; neighborhood revitalization efforts; fire stations and fire trucks; a library; senior centers; and stormwater, water and sewer infrastructure redevelopment projects.*

- b.** Continue funding IHFA's Housing from Shelters to Homeownership program, which provides funding for the entire continuum of housing needs of communities.
- **Action Items to be Monitored.** On an annual basis, IHFA will evaluate the current funding allocation of the Housing from Shelters to Homeownership program by comparing the number of units produced or rehabilitated, and/or dollar amounts available for production or rehabilitation, with the housing needs identified in the Consolidated Plan, to the extent that a renter/owner needs breakdown is available. The number and types of applications for the program will also be analyzed, since this measure of demand is also an indicator of need. The results of the evaluation will be used to establish priorities and goals for the upcoming program year.
  - **Accomplishments.** *This program will continue in FY2004. IHFA proposes to allocate approximately \$10.9 million of HOME and CDBG funds to the Housing from Shelters to Homeownership program during FY2004. This program gives preferences to projects that meet the needs of their specific community and revitalize existing neighborhoods. Also, IHFA is in the process of developing a program entitled "Improving Neighborhoods Through Revitalization". This program provides incentives for strategic planning and the redevelopment of vacant blighted neighborhoods. This will be a pilot program, and IHFA intends to award approximately 6-12 geographically diverse Indiana cities with funding. IHFA will evaluate the program over the next three years to determine its success.*
- c.** Continue the use of the planning and community development components that are part of the Planning Grants and Foundations programs funded by CDBG and HOME dollars. These programs provide planning grants to units of local governments and CHDOs to conduct market feasibility studies and needs assessments, as well as (for CHDOs only) predevelopment loan funding.
- **Action Items to be Monitored.** The Committee will evaluate the need for planning grants and related studies for local governments and CHDOs and consider allocating more CDBG and HOME dollars to such programs if significant gaps in this type funding are identified.
  - **Accomplishments.** *These programs are ongoing. During program year 2004, IHFA will dedicate almost \$1 million of its CDBG and HOME allocation to the Foundations program. During 2004, \$1.6 million of CDBG funds are proposed to fund the Community Focus Fund planning grant program.*

- d. Continue including rehabilitation of existing structures as a scoring preference for applications for the Rental Housing Tax Credit and Housing from Shelters to Homeownership programs.
  - **Accomplishments.** The RHTC program provides incentives for rehabilitation through its competitive scoring system. The Housing from Shelters to Homeownership program has scoring criteria to encourage rehabilitation of existing structures. *These scoring preferences are continuing.* Additionally, the 2004 Qualified Allocation Plan (QAP) has set aside 10 percent of available annual RHTCs for developments that involve rehabilitation of currently occupied low income housing, developments otherwise in danger of being removed by a federal agency, and/or the conversion of existing market rate housing to affordable housing.
  
- e. Explore the feasibility of a statewide Fair Housing campaign.
  - **Action Items to be Monitored.** The Committee will work with Indiana Civil Rights Commission (ICRC) to examine the need for a Statewide Fair Housing campaign and consider accepting proposals for funding fair housing activities.
  - **Accomplishments.** *During program year 2001, the Fair Housing Task Force implemented a Statewide fair housing campaign. Activities in 2001 mostly consisted of planning the campaign and hiring an advertising agency to design campaign billboards, transit displays, posters, and radio and television public service announcements. The billboards will be located on main arteries throughout the state leading into nonentitlement cities. The campaign will be ongoing in 2004, and be revised as needed to maximize its effectiveness.* During 2004, IFHA made a HOME Subrecipient Award of \$116,000 to the Indiana Civil Rights Commission with the objective to affirmatively further fair housing. The current award will build on and expand the following activities: 1) Conduct training that will be based upon the needs of constituents and by coordinating efforts with other organizations in order not to duplicate the effort; 2) Develop a training video; 3) Promote awareness of fair housing issues through media such as newspapers, radio and/or TV; 4) Reprint educational materials in English as well as Spanish; 5) Fund postage costs associated with materials distribution; 6) Provide website development and maintenance; 7) Participate as an exhibitor at conferences and other events to educate the public about issues of housing discrimination.
  
- f. Continue to promote and encourage energy efficiency through the Rental Housing Tax Credit and Housing from Shelters to Homeownership programs.
  - **Accomplishments.** *The Rental Housing Tax Credit program continues to give scoring preferences for energy efficiency. The Housing from Shelters to Homeownership program includes points for the design of structure, quality of amenities, and energy efficiency. Applicants receive points for committing to specific design features, which include a variety of Energy Star rated appliances and building products.*

- g.** Continue working to reduce the environmental hazards in housing, including lead based paint risks.

- **Action Items to be Monitored.** The Committee will support a team effort between IACED and IHFA to provide lead inspectors and assessors certification courses and training to grantees about the hazards of lead based paint and safe work practices.
- **Accomplishments.** *In 2002, the training program was completed. IACED and IHFA have determined that there is not a need for the training every year; training will likely be held every two to three years.*
- *During 2004, IHFA added another eligible activity in the Housing From Shelters to Homeownership application package, which is Voluntary Acquisition/Demolition of developments where: 1) Structure is located in the floodplain that sustained substantial damage (50% or more); 2) Structures located within the flood way; or 3) Structures located within the flood fringe (below protection elevation).*
- *IHFA supports four to six Indiana Lead-Safe and Healthy Homes newsletters distributed by email or fax to more than 600 people each year at no cost.*
- *IHFA participates in and host meetings for the Lead-Safe Indiana Task Force which convenes stakeholders quarterly to discuss issue.*
- *IDEM supported four brochures that defined the legal responsibilities regarding lead-based paint for contractors, property managers, risk assessors, and building permit holders.*
- *The Indiana General Assembly adopted prohibitions on dangerous work practices involving lead and its requirement to clean-up debris.*
- *IDEM rewrote its lead-based paint activities rule to improve compliance and access to resources especially in areas of Indiana adjacent to cities across the border that have licensed people.*

**Goal 4.** Enhance employment development activities, particularly those that provide workforce development for low- to moderate-income citizens. Survey respondents and forum participants continue to express a need for job training and workforce development throughout the State. As discussed in the Socioeconomic section of the Consolidated Plan, 2000 Census data suggest that Indiana lost some of its most educated citizens during the past decade.

Along with the strategies to promote livable communities outlined in Goal 3, the State will:

- a.** Continue the use of IDOC's Community Economic Development Fund (CEDF), which funds job training and infrastructure improvements in support of job creation for low- to moderate-income persons.

- **Action Items to be Monitored.** IDOC will continue soliciting feedback from its grant recipients about the CEDF program, and continue to collect data on the number of jobs created from and beneficiaries of the CEDF program. This feedback will be compared to the community (especially employment) needs identified in the Consolidated Plan and, together, these measures will be used to evaluate the program annually, to ensure that program dollars are being allocated to their most productive use. Components of the CEDF, including the scoring process, will be modified as needed to reflect the needs of communities.
- **Accomplishments.** *The program funding is continuing.*

**b.** Explore using the CEDF to fund employer based skills training that is transferable.

- **Action Items to be Monitored.** IDOC has evaluated the feasibility of implementing such a program and set aside \$2 million of CDBG funds for new and basic skill training.
- **Accomplishments.** *Since implementation, the program has been very successful. This program will continue during 2004.* The training is targeted at those needing basic skills (including ESL) and it must be transferable to other occupations. Business and units of local government may receive program funds.

**Goal 5.** Strengthen and expand the State's continuum of care for persons who are homeless.

As detailed in the Special Needs section of the report, between 80,000 and 100,000 citizens in the State are estimated to be homeless at any one time. Participants in the public forums ranked emergency shelters, transitional housing, and youth shelters as top needs in their communities.

*To further the continuum of care concept throughout the State, the Interagency Council for the Homeless has been recreated. The Council will also oversee implementation of the Homeless Management Information System (HMIS), required by the U.S. Congress to be part of continuums of care by 2003.*

The strategies developed to accomplish Goal 5 include:

- a.** Continue to submit an annual SuperNOFA application to fund continuum of care activities.
  - **Action Items to be Monitored.** The Committee will be responsible for ensuring that the State Continuum of Care application is submitted to HUD annually. This will be accomplished through the creation of the Continuum of Care Committee (CCC) to provide oversight and development of the application. In addition, the CCC will evaluate the ongoing effectiveness of the programs funded by the grant.
  - **Accomplishments.** *This action item is ongoing. An application will be submitted for FY2004.*

- b. Create regional continuum of care consortia to coordinate continuum of care activities and provide guidance on specific needs.
  - **Action Items to be Monitored.** *The Interagency Council for the Homeless will have as a priority organizing regional continuums of care.*
  - **Accomplishments.** *The Homeless Task Force that is part of the Interagency Council has the goal of improving the effectiveness of the regional Continuums of Care. To this end, during the next year the Task Force will: 1) Institute a process by which the regions report on their activities; 2) Develop a working model of how a regional Continuum should function; 3) Identify a contact person for each region; and, 4) Provide two training sessions for the regions.*
  - *IHFA gives scoring preferences to organizations that participate in the State HIV/AIDS Continuum of Care on its Housing from Shelters to Homeownership packages.*
- c. Continue statewide nonprofit training provided by the Indiana Coalition for Housing and Homeless Issues (ICHHI) for SuperNOFA grant applications.
  - **Accomplishments.** *This activity is ongoing and will continue for the FY2004 SuperNOFA. ICHHI will hold a training workshop a few weeks after release of the SuperNOFA, in addition to visiting organizations throughout the State to conduct more tailored training.*
- d. Expand the funding available for shelter and transitional housing development in IHFA's Housing from Shelters to Homeownership program.
  - **Action Items to be Monitored.** *IHFA increased its goal during the calendar year for awarding funds for shelter, transitional housing and permanent support housing through the Housing from Shelters to Homeownership program from \$3 million to \$3.5 million annually.*
- e. Continue working to improve the Family and Social Service Administration's (FSSA's) Emergency Shelter Grant (ESG) applications and scoring process to emphasize continuum of care services.
  - **Action Items to be Monitored.** *FSSA worked with ICHHI to improve its ESG application to focus more on continuum of care components of shelter development and operation.*
  - **Accomplishments.** *FSSA has revised its instrument in scoring ESG Applications for Funding. There is a specific question in the instrument that asks if the program outlines the coordination of comprehensive services as well as continuum of care at the facility.*



- b. Continue participating in and soliciting feedback from HIV/AIDS planning bodies.
  - **Accomplishments.** IHFA is currently very active in a number of organizations, including the Department of Health's Consumer Advisory Board. This involvement will continue.
- c. Enhance technical assistance and planning activities of organizations serving special needs groups.
  - **Accomplishments.** Technical assistance and resource identification remain eligible activities under the HOPWA program. HOPWA project sponsors are able to take advantage of IHFA sponsored training activities (e.g., provided by IACED). In addition, IHFA staff are available upon request to provide technical assistance on housing development and accessing grant funds.
  - *IHFA gives scoring preferences to emergency and youth shelters that participate in the State HIV/AIDS Continuum of Care on its HOPWA application.*
- d. Continue IDOC's CFF funding for the development of health care facilities, public social service organizations that work with special needs populations, and shelter workshop facilities, in addition to modifications to make facilities accessible to persons with disabilities.
  - **Action Items to be Monitored.** IDOC will continue soliciting feedback from its grant recipients about the CFF program, particularly grantees that have used the program to fund facilities for special needs groups. This feedback will be compared to the community needs identified in the Consolidated Plan and, together, these measures will be used to evaluate the program annually, to ensure that program dollars are being allocated to their most productive use. Components of the CFF, including the scoring process, will be modified as needed to reflect the needs of special needs groups in communities.
  - **Accomplishments.** *The use of CFF funds for facilities targeting special needs group is continuing. CFF funds may also be used to make modifications to bring buildings into ADA compliance. IDOC has also implemented community workshops to educate communities about how CFF funding can be used and to offer technical assistance. In FY2002, IDOC proposed to use \$500,000 of CFF dollars to fund special needs facilities, if there is demand for such use.*

**f.** Implement a Homeless Management Information System between 2002 and 2004.

- **Action Items to be Monitored.** *The Interagency Council for the Homeless will make this a priority during FY2002 and 2003. The Council has secured a \$250,000 grant from HUD for the implementation process. In addition, in 2004, ESG applications will require use of the HMIS. Housing from Shelters to Homeownership, QAP and HOPWA applicants must agree to use HMIS for their homeless clients.*
- **Accomplishments.** *An HMIS Task Force was developed and has overseen the process of HMIS. Foothold Technology was picked as the software company to implement the service. A contract was signed in February 2004. The ESG Application for Funding was sent out in December 2003 and there was a statement in the application that the facilities who apply for ESG will be required to use the HMIS system. Since the Task Force has met all of its objectives, it decided to disband. Future implementation efforts will be carried out by the Indiana Coalition on Housing and Homeless Issues.*

**Goal 6.** Strengthen the safety net of housing and services for special needs groups.

Special needs groups, including the homeless, need a combination of housing and community services to ensure quality of life. Section V of the report discusses the needs of special needs populations, and estimates the gaps in both housing and community services by population. The State recognizes that the needs of this group range from an intensive, high level of services to very minor assistance, and that State programs must be flexible to accommodate all levels of need.

In addition to many of the strategies listed for Goal 5, the strategies developed to accomplish Goal 6 include:

- a.** Enhance resources such as FSSA's Shelter Plus Care grants that provide rental assistance for persons who are homeless and require enhanced supportive services (e.g., persons with mental illness or substance abuse).
  - **Action Items to be Monitored.** The Shelter Plus Care program will provide tenant based rental assistance, and will be administered through the Community Action Agency network in the State. The Committee will work to increase the amount of available resources for better assisting the State's special needs populations that are most difficult to serve.
  - **Accomplishments.** *The Shelter Plus Care program awards have been granted. Community Action of Northeast Indiana will receive \$900,000 over 5 years, which will produce approximately 50 vouchers for housing and utility payments. Populations to be served include persons who are homeless and disabled and may have other special needs. The State recently received another Shelter Plus Care grant of \$2.2 million. On April 28, 2003, FSSA held a statewide Shelter Plus Care training about the program and the additional funds.*

- e. Continue to use HOPWA funding for tenant-based housing assistance, emergency assistance, and direct client support.
  - **Action Items to be Monitored.** Using feedback the care regions, IHFA will evaluate the allocation of funds between these three program areas on an annual basis. IHFA will adjust its program allocations to reflect the current needs of its care regions. Refer to Appendix G for more detail on the HOPWA allocation process.
  - **Accomplishments.** HOPWA has been used to provide tenant based rental assistance, short-term emergency assistance and supportive services this year. Indiana State Department of Health is the administering agency for Ryan White funds, which were used for medical services only in 2001.
- f. Continue using IHFA's Housing from Shelters to Homeownership program for owner-occupied grant rehabilitation that can be used for home improvements that accommodate people with physical and developmental disabilities and the elderly.
  - **Action Items to be Monitored.** IHFA will evaluate and report annually to the Committee on the amount of funding and requests for funding from the Housing from Shelters to Homeownership program for grants for owner-occupied housing improvements, particularly those that assist special needs groups. IHFA will consider increasing the allocated funding in this area to the extent that the need for such dollars exceeds the current funding level.
  - **Accomplishments.** *This action item will continue in FY2004. IHFA currently gives preferences for developments that include units targeted to serve persons who are developmentally or physically disabled in its Housing from Shelters to Homeownership program application. See the allocation plan in Appendix G for more details. Also, using a portion of our HOME funds, IHFA is looking to develop a HOME owner occupied rehabilitation program that would be separate from the Housing from Shelters to Homeownership application package.*
- g. Explore the HomeChoice program sponsored by Fannie Mae that allows more flexible underwriting guidelines for homeownership.
  - **Action Items to be Monitored.** IHFA submitted an application to Fannie Mae during 2000 for participation in the HomeChoice program. If the program is deemed successful, the Committee will assist IHFA in broadening the program throughout the State.

- **Accomplishments.** *Fannie Mae approved IHFA's proposed HomeChoice program. During the pilot phase, HomeChoice will be offered in three counties: Bartholomew, Knox, and Marion. IHFA has earmarked \$1 million in revenues to finance the HomeChoice mortgages. If the program is successful, IHFA and its HomeChoice partners – Fannie Mae, Irwin Mortgage, and the Back Home in Indiana Alliance – will consider broadening the program throughout the State. This program will continue during the 2004 program year.*
- h. Conduct a survey targeted to the State's migrant agricultural workers, to improve upon the data and knowledge about the housing and community development needs of this population.
  - **Action Item to be Monitored.** As part of the either the Consolidated Plan or Continuum of Care process, the Committee will administer a survey of the State's migrant farm worker population. The Committee will work with the Governor's Task Force on Migrant Farmworkers on information sharing and data collection, if feasible.
  - **Accomplishments.** The Committee will reconsider the need for the Action Item in the Five Year Planning process. The direction of a recently formed formal committee dedicated to migrant farmworker issues, as part of the Governor's Task Force, will guide the Committee's efforts related to this Action Item.
  - *IHFA continues to dedicate a portion of Housing from Shelters to Homeownership program funding to rehabilitation and new construction of migrant farmworker housing. For program year 2004, IHFA proposes to dedicate \$300,000 of program funds to serve this need. In the 2002 program year, IHFA provided \$1.2 million in funding to migrant farmworker housing developments.*
- i. Seek input from organizations that work with special needs populations to guide funding and program formation, in an effort to ensure consistency between funding and the most current strategies being implemented to serve special needs groups.
  - **Action Item to be Monitored.** *The HUD grantee agencies will use input from special need groups to evaluate the projects they are funding and ensure that funds are being allocated to projects that have been found to best serve the needs of special populations.*
  - *In addition, when the State prepares its next Analysis of Impediments to Fair Housing Choice, it will include a detailed examination of State funding (e.g., if funding has supported current strategies for providing housing and services to special needs populations).*

- **Accomplishments.** *During the FY2002 Consolidated Planning process, the Committee added two members who represent the communities of persons who are disabled. During program year 2004, the Committee will continue to seek input from these individuals, as well as other organizations through the community survey and regional forums.*
  
- j. New Action Item:** *Research the need for tenant based rental assistance (TBRA) versus the development of affordable rental housing in nonentitlement areas. Understand why Section 8 vouchers are going unused in certain areas. Also, research what other states are using TBRA, how much is dedicated to TBRA, the basis for TBRA (rental housing needs), etc.*
  - **Accomplishments.** During the 2004-05 Consolidated Planning process, the State conducted a survey of Public Housing Authorities in nonentitlement areas to understand the need for TBRA and development of affordable housing. The results of the survey are included in the Housing Market Section of the 2004 Update. The State also collected information from other Housing Finance Authorities that have been using TBRA. This research will continue.
  
- k. New Action Item:** *Explore the option and need for increasing the amount of downpayment assistance for persons with disabilities who are constrained by the amount of assets they can accumulate by their income support programs.*
  - **Accomplishments.** This Action Item will be addressed during the next Five Year Consolidated Planning period.
  
- l. New Action Item:** *Explore giving preferences to job training programs that work with persons with disabilities.*
  - **Accomplishments.** The Committee will explore the option of providing grantees of job creation and training programs with information about how to provide employment opportunities for persons with disabilities. In addition, IDOC requires that grantees receiving CDBG funds for job training programs train workers “for life.”
  
- m. New Action Item:** *Include youth (particularly those discharged from the foster care system) as a special needs population for Consolidated Planning, research, understand and address their housing and community development needs.*
  - **Accomplishments.** The needs of this population were researched and the findings incorporated into the Special Needs Section of the Consolidated Plan Update in 2004. This research will continue.

**n. New Action Item:** *Ensure that the State Allocation Plans are consistent with the American with Disabilities Act (ADA) and Fair Housing Law.*

- **Accomplishments.** This action item is ongoing. New construction funded with HOME dollars must meet the requirements of Section 504. All buildings constructed using CDBG funds must comply with the ADA.

**o. New Action Item:** *The committee will monitor efforts to establish a statewide housing trust fund.*

**Goal 7.** Enhance the local capacity for housing and community development.

The nonprofit community and local governments play a critical role as vehicles for the delivery of housing and community services, often with very limited funds. To continue to be effective in this role, the State recognizes that these entities require assistance with capacity building.

The strategies developed to accomplish Goal 7 include:

**a.** Continue using CDBG funding for technical assistance, including accreditation.

- **Action Items to be Monitored.** IDOC will continue to solicit and evaluate feedback from its grant recipients about training needs, including a need for technical assistance with environmental issues. If a need is identified, an increase in the funding dedicated for a particular type of technical assistance will be considered.
- **Accomplishments.** *During 2004, the grant administration assistance funded by IDOC will continue.*

**b.** Continue providing funding for training and technical assistance in the pre-and post-application process for IHFA's programs. Also continue providing CHDO training and capacity building activities through the CHDO Works program.

- **Action Items to be Monitored.** IHFA will continually evaluate the need for both training and technical assistance. If a need is supported, IHFA will continue to fund the programs to the extent allowed by the requirements of the funding source.
- **Accomplishments.** *During program year 2004, training will continue.* IHFA supports training and technical assistance in many different ways. IHFA Community Development staff are encouraged to work with applicants and recipients to make application and award implementation as straightforward as possible. Both the Development and Compliance staff conduct group workshops to cover general information, and staff are also available for one-on-one technical assistance sessions. Additionally, during 2000, IHFA entered into a contract with IACED to conduct a wide variety of training to expand the capacity of housing organizations throughout Indiana.

- *During program year 2004, IHFA will continue to set-aside the maximum amount allowed under the HOME program for CHDO operating costs. These operating funds are available to CHDOs through the CHDO Works program as well as to cover operating funds associated with construction-related projects.*
- c. Continue providing HOPWA training and technical assistance sponsored by IHFA.
  - **Action Items to be Monitored.** IHFA is currently providing site training upon request. This will continue in program year 2004.
- d. Continue the statewide forum on grant applications sponsored by FSSA.
  - **Accomplishments.** *This training is held once a year when funding applications are released. It will continue in program year 2004.*
- e. Continue the technical assistance provided by the Indiana Technical Assistance Consortium.
  - **Action Items to be Monitored.** Currently, IACED and ICHHI form the Indiana Technical Assistance Consortium, which provides training, direct technical assistance, and capacity building funding to CHDOs. The Consortium will provide the Committee with feedback from the training sessions, in an effort to better evaluate the continued training needs of CHDOs.
  - **Accomplishments.** *Training and technical assistance are ongoing. IHFA is currently funding a variety of training and capacity building efforts including organization development and capacity building. These training sessions are comprehensive one-on-one, working sessions and can take between 12 to 18 months to complete.*
- f. Continue to include as part of the Consolidated Plan regional forums presentations by the grantee agencies on their programs, application process, etc.
- g. Explore providing more direct training for ESG grantees.
  - **Action Items to be Monitored.** The ESG Committee representative will evaluate if grantees require additional training and technical assistance, and, if so, establish a training program based on those provided for the other HUD programs.
  - **Accomplishments.** *FSSA is currently in the process of planning upcoming training for ESG grantees; this will continue in 2004. The ESG grantees received an application for funding training in January 2002 and received cultural diversity training in September 2002. In December 2003, the ESG grantees received training on the application process, the expectations and the process for applying for ESG funding.*

**h.** Explore the creation of a core operating fund for not-for-profits.

- **Action Items to be Monitored.** A team of Committee members will explore the feasibility of establishing a core operating fund (separate from those dollars currently provided by IHFA) for not-for-profit entities in the State that provide housing and community development services to the State's low income and special needs populations.
- **Accomplishments.** *Because of budget concerns, this action item has been deferred. IACED is researching alternative funding sources.*

## Strategies and Resources Matrix

Exhibit VI-2, below, shows how each of the five year Strategic Plan will be addressed through the four HUD grants.

### Exhibit VI-2. Strategy and Resources Matrix

2004 Program Year Goals	Consolidated Plan Programs			
	CDBG	ESG	HOME	HOPWA
1. Expand and preserve affordable rental housing opportunities	v		v	v
2. Enhance affordable homeownership opportunities	v		v	
3. Promote livable communities and community redevelopment	v		v	
4. Enhance employment development activities, particularly workforce development	v			
5. Strengthen and expand the state's continuum of care	v	v	v	v
6. Strengthen the safety net of housing and services for special needs groups	v	v	v	v
7. Enhance the local capacity for housing and community development	v	v	v	v

Source: BBC Research & Consulting from the Indiana Consolidated Plan Coordinating Committee.

## One Year Action Plan

The Consolidated Plan Coordinating Committee's detailed Action Plan is integrated into the strategy and action items portion of this section (see the "Action Items" following each strategy). The following exhibit quantifies the overall Action Plan for 2004 in terms of dollar amounts and measurable benchmarks.

The Consolidated Plan identifies the areas of greatest need for the State (and nonentitlement areas) in general, and this information is used to guide the funding priorities for each program year. However, the Plan is unable to quantify specific needs on the local level. For local needs, the Committee relies on the information presented in the funding applications.



The following projected dollar allocations and benchmarks, shown in Exhibit VI-3 below and on the following page, are based on historical needs and funding allocations. These amounts are *not* a guarantee of funding allocations for the 2004 program year. The State's funding process is application driven; thus, program year funding ultimately depends on the types of needs identified by potential grantees in their applications. Therefore, the exhibit shows what the funding allocation is expected to be *if the applications for funding received during the current program year closely resemble those received in past years.*

**Exhibit VI-3.**  
**Monitoring Plan**  
**Target Allocations and Benchmarks, Program Year 2004**

Program/Funding Source	2004 Proposed Allocations	
	Dollars	Percent of Total Funding
<b>Community Focus Fund (CDBG)</b>		
Affordable Housing Infrastructure	\$289,500	1%
Community Centers / Family Service Centers	\$965,000	3%
Fire Stations / Equipment	\$1,930,000	5%
Library / Lifelong and Early Learning Centers	\$1,254,500	3%
Neighborhood Revitalization	\$675,500	2%
Senior Centers	\$3,088,000	8%
Special Needs Facilities	\$965,000	3%
Water and Sewer Infrastructure	<u>\$14,475,002</u>	<u>39%</u>
<b>Total</b>	<b>\$23,642,503</b>	<b>64%</b>
<b>Community Economic Development Fund (CDBG)</b>	<b>\$4,000,000</b>	<b>11%</b>
<b>Administration (CDBG)</b>	<b>\$836,958</b>	<b>2%</b>
Housing Program (CDBG) <sup>(1)</sup>	\$5,000,000	14%
Quick Response Fund (CDBG)	\$0	0%
Technical Assistance (CDBG)	\$368,479	1%
Brownfield Initiative (CDBG)	\$1,400,000	4%
Planning Fund (CDBG)	<u>\$1,600,000</u>	<u>4%</u>
<b>Total (CDBG) Allocation</b>	<b>\$36,847,940</b>	<b>100%</b>
<b>Emergency Shelter Grants (ESG)</b>	<b>\$1,847,372</b>	<b>100%</b>

Note: <sup>(1)</sup> Housing Program funds are detailed in the Housing from Shelters to Homeownership column in the following exhibit.

Source: Agency Allocation Plans, 2003 and 2004.

**Exhibit VI-3. (continued)**  
**Monitoring Plan**  
**Target Allocations and Benchmarks, Program Year 2004**

Program/Funding Source		2004 Proposed Allocations	
		Dollars	Percent of Total Funding
<b>Housing from Shelters to Homeownership (HOME/CDBG)</b>			
Emergency Shelters		\$500,000	2%
Youth Shelters		\$300,000	1%
Transitional Housing		\$900,000	4%
Migrant Farmworker Housing		\$300,000	1%
Permanent Supportive Housing		\$800,000	4%
Rental Units		\$4,000,000	18%
Homebuyer Units		\$1,700,000	8%
Owner Occupied Units		\$2,200,000	10%
Voluntary Acquisition/Demolition		<del>\$200,000</del>	1%
<b>Total</b>		<b>\$10,900,000</b>	<b>50%</b>
<b>CHDO Works (HOME)</b>			
First Home Downpayment Assistance Programs		\$1,500,000	7%
INTR City Program		\$500,000	2%
Homeownership Counseling		\$1,000,000	5%
HOME Owner-Occupied Rehabilitation Program		\$2,221,488	10%
HOME/RHTC		\$2,400,000	11%
Administration		\$1,676,917	8%
<b>Foundations (HOME/CDBG)</b>			
CHDO Predevelopment Loans		\$300,000	1%
CHDO Seed Money Loans		\$100,000	0%
Housing Needs Assessments		\$400,000	2%
Site-Specific Feasibility Studies		<del>\$100,000</del>	0%
		<b>\$900,000</b>	<b>4%</b>
<b>Total</b>		<b>\$21,769,170</b>	<b>100%</b>
<b>American Dream Downpayment Assistance (ADDI)</b>			
First Home Downpayment Assistance Programs	\$	948,380	100%
<b>Housing for People with AIDS (HOPWA)</b>			
Rental Assistance	\$405,000	48%	Estimated Households/Units 170 households/units
Short-term Rent, Mortgage and Utility Assistance	\$179,000	21%	465 households/units
Supportive Services	\$130,000	16%	295 households
Housing Information	\$30,700	4%	63 households
Project Sponsor Administration	\$58,520	7%	N/A
Resource Identification	\$700	0%	N/A
Operating Costs	\$7,000	1%	5 units
Technical Assistance	\$0	0%	N/A
Administration	<del>\$25,080</del>	<del>3%</del>	<del>N/A</del>
<b>Total</b>	<b>\$836,000</b>	<b>100%</b>	<b>992 households/639 units</b>
<b>HOPWA Supplemental Allocation</b>			
Acquisition, Rehabilitation, Conversion, New Construction	\$86,293	8%	Estimated Households/Units 2 units
Rental Assistance	\$127,257	11%	53 households/units
Short-term Rent, Mortgage and Utility Assistance	\$127,257	11%	330 households/units
Supportive Services	\$289,945	26%	658 households
Housing Information	\$229,540	20%	471 households
Project Sponsor Administration	\$82,030	7%	N/A
Resource Identification	\$217,458	19%	N/A
Operating Costs	\$12,081	1%	8 units
Technical Assistance	\$0	0%	N/A
Administration	<del>\$36,243</del>	<del>3%</del>	<del>N/A</del>
<b>Total</b>	<b>\$1,121,811</b>	<b>100%</b>	<b>1512 households/393 HOPWA-assisted units</b>

Note: Refer to Appendix G for the proposed FY2003 HOPWA Allocation.

Source: Agency Allocation Plans, 2003 and 2004.

Exhibit VI-4 below, which is HUD's Table 2A, shows the State's overall priority needs by population type. These data are compiled by HUD and based on 1990 CHAS data, updated to 2002. It should be noted that these data represent needs for the entire State and include entitlement communities. Exhibits VI-5 and VI-6, which follow Exhibit VI-4, show the prioritization of housing and community development activities for FY2004.

**Exhibit VI-4.**  
**HUD Table 2A, Housing Problems Summary Table FY2004**

Households	Households with Housing Problem		
	Percentage	CDBG	HOME
<b>Renter</b>			
Elderly and 1 & 2 member households	0-30%	10,637	11,341
	31-50%	8,002	8,534
	51-80%	2,824	3,208
Small Related (2 to 4)	0-30%	13,747	14,872
	31-50%	11,097	11,841
	51-80%	4,702	4,879
Large Related (5 or more)	0-30%	2,313	2,599
	31-50%	2,610	2,834
	51-80%	2,496	2,739
All Other	0-30%	12,667	13,317
	31-50%	9,263	9,812
	51-80%	5,002	5,135
<b>Owner</b>			
Elderly and 1 & 2 member households	0-30%	18,861	19,172
	31-50%	13,675	13,951
	51-80%	10,437	10,532
Small Related (2 to 4)	0-30%	10,374	10,441
	31-50%	12,977	13,055
	51-80%	23,997	24,262
Large Related (5 or more)	0-30%	2,845	2,877
	31-50%	4,539	4,651
	51-80%	8,409	8,444
All Other	0-30%	7,732	7,891
	31-50%	5,921	6,003
	51-80%	10,103	10,287
<b>Total Households</b>		<b>277,118</b>	<b>282,610</b>

Source: BBC Research & Consulting and HUD CHAS Data Book ([www.socds.huduser.org/scripts/odpic.exe/chas/index.htm](http://www.socds.huduser.org/scripts/odpic.exe/chas/index.htm)).

Exhibits VI-5 and VI-6 show the State's community development and housing priorities for FY2004.

**Exhibit VI-5.  
Community  
Development Needs,  
Priorities for FY2004**

Source:  
Indiana Department of Commerce.

Priority Community Development Needs	Need Level
Public Facility Needs	
Neighborhood Facilities	Medium
Parks and/or Recreation Facilities	Medium
Health Facilities	Medium
Parking Facilities	Low
Solid Waste Disposal Improvements	Medium
Asbestos Removal	Medium
Non-Residential Historic Preservation	Low
Other	Medium
Infrastructure	
Water/Sewer Improvements	High
Street Improvements	Medium
Sidewalks	High
Sewer Improvements	High
Flood Drain Improvements	High
Other Infrastructure Needs	Medium
Public Service Needs	
Handicapped Services	High
Transportation Services	Medium
Substance Abuse Services	Low
Employment Training	High
Health Services	Medium
Other Public Service Needs	Medium
Anti-Crime Programs	
Crime Awareness	Low
Other Anti-Crime Programs	Low
Youth Programs	
Youth Centers	Medium
Child Care Centers	Medium
Youth Services	Low
Child Care Services	Low
Other Youth Programs	Medium
Senior Programs	
Senior Centers	High
Senior Services	Medium
Other Senior Programs	Medium
Economic Development	
Rehab of Publicly or Privately-Owned	
Commercial/Industrial	Medium
CI Infrastructure Development	High
Other Commercial/Industrial Improvements	Medium
Micro-Enterprise Assistance	Low
ED Technical Assistance	High
Other Economic Development	Medium
Planning	
Planning	High

## **Institutional Structure**

Many firms, individuals, agencies and other organizations are involved in the provision of housing and community development in the State. Some of the key organizations within the public, private and not-for-profit sector are discussed below.

**Public sector.** Federal, state and local governments are all active in housing policy. At the federal level, two primary agencies exist in Indiana to provide housing: the U.S. Department of Housing and Urban Development (HUD) and Rural Economic Community Development (RECD). HUD provides funds statewide for a variety of housing programs. RECD operates mostly in non-metropolitan areas and provides a variety of direct and guaranteed loan and grant programs for housing and community development purposes.

In addition to these entities, other federal agencies with human service components also help assist with housing, although housing delivery may not be their primary purpose. For example, both the Department of Health and Human Services and the Department of Energy provide funds for the weatherization of homes. Components of the McKinney program for homeless assistance are administered by agencies other than HUD.

At the State level, the Indiana Housing Finance Authority (IHFA) is the lead agency for housing in the State. It coordinates the Mortgage Revenue Bond (MRB) and the Mortgage Credit Certificates (MCC) first time homebuyer programs through its First Home program, administers the State's allocation of Rental Housing Tax Credits and is responsible for the non-entitlement CDBG dollars dedicated to housing, the Indiana Low Income Housing Trust Fund, and non participating jurisdiction HOME monies. IHFA is also the grant administrator for HOPWA. Finally, IHFA is currently a HUD designated Participating Administrative Entity for expiring use contracts and an approved contract administrator of certain project-based Section 8 contracts.

The Indiana Family and Social Services Administration administers the Emergency Shelter Grant programs and coordinates the State's tenant-based Section 8 program through a contract with community action agencies. It also administers the Medicaid CHOICE program, the child care voucher program, and other social service initiatives, and is the lead agency overseeing State institutions and other licensed residential facilities. FSSA is the focal point for policies that integrate housing with the provision of social services.

The Indiana Department of Commerce is the main agency involved in community and economic development and related programs. It administers the State's CDBG program, a portion of which has been designated for affordable housing purposes since 1989. IDOC also administers the Neighborhood Assistance program and the Individual Development Account program, which provides first time homebuyer downpayment assistance.

The Indiana Department of Health coordinates many of the State's programs relating to persons living with HIV/AIDS and also administers the State's blood screening program for lead levels in children.

Other State agencies that are involved in housing and community development issues include the Indiana Civil Rights Commission through Fair Housing enforcement, the Indiana Division of Historic Preservation and Archaeology, the Indiana Department of Environmental Management, the Indiana Department of Workforce Development, the Indiana Department of Transportation, and the Indiana Department of Corrections.

Communities throughout Indiana are involved in housing to greater or lesser degrees. Entitlement cities and participating jurisdictions are generally among the most active as they have direct resources and oversight of for housing and community development.

**Private sector.** A number of private sector organizations are involved in housing policy. On an association level, Indiana Realtors Association, Indiana Homebuilders Association, Indiana Mortgage Bankers Association and other organizations provide input into housing policy. Private lending institutions are primarily involved in providing mortgage lending and other real estate financing to the housing industry. Several banks are also active participants in IHFA's First Home program.

Fannie Mae funds programs such as HomeChoice, which provides flexible underwriting criteria on conventional mortgages to persons with disabilities. The Federal Home Loan Bank (FHLB) and its member banks in Indiana provide mortgage lending as well as participate in FHLB's Affordable Housing Program.

The private sector is largely able to satisfy the demands for market rate housing throughout the State.

**Not-for-profit sector.** Many not-for-profit organizations or quasi-governmental agencies are putting together affordable housing developments and gaining valuable experience in addressing housing needs on a local level. The State now has 60 organizations certified as Community Housing Development Organization (CHDOs). Community action agencies administer the Section 8 program under contract to FSSA. There are currently 24 community action agencies in the State; 22 of the agencies administer Section 8. Most of the agencies also administer weatherization and energy assistance programs.

The State has an active network of community development corporations, many of which have become increasingly focused on housing issues. These organizations are engaged in a variety of projects to meet their communities' needs, from small scale rehabilitation programs to main street revitalization. The projects undertaken by community development corporations are often riskier and more challenging than traditional development projects.

Public housing authorities exist in the major metropolitan areas and in small to medium sized communities throughout the State. These entities now can apply for HOME monies directly through IHFA's Housing from Shelters to Homeownership program.

The State also has several umbrella organizations that advocate for state policies and organize housing and community development activities at the state level. The Indiana Association for Community Economic Development is a membership organization for the State's housing and community development nonprofits and provides top level policy coordination, as well as training and technical assistance. The Indiana Coalition on Housing and Homeless Issues is instrumental in development and implementation of the State's policies for persons who are homeless.

Many not-for-profit organizations have become more actively engaged in delivering social services. Community mental health centers, religious and fraternal organizations and others provide support in the form of counseling, food pantries, clothing, emergency assistance, and other activities. The State's 16 Area Agencies on Aging have also become more involved in housing issues for seniors.

**Overcoming gaps.** Several gaps exist in the above housing and community development delivery system, especially for meeting the need for affordable housing. The primary gaps include:

- Lack of coordination and communication. Many social service providers, local business leaders and citizens continually express frustration about not knowing what programs were available and how to access those programs. Without full knowledge of available programs, it is difficult for some communities to know where to start to address their housing needs. The Committee continues to address this gap through distribution of information about resources at the annual regional public forums and including agency presentations as part of the forums' content.
- Lack of capacity for not-for-profits to accomplish community needs. In many communities, the nonprofits are the primary institutions responsible the delivery of housing and community development programs. These organizations function with limited resources, and seldom receive funding designated for administrative activities. The Committee will address this gap after the IACED research better identifies what resources are needed.

Many of the strategies and actions presented in this section are designed to address the gaps noted above. Specific initiatives include expanded training and technical assistance for nonprofits and local governments, strengthening capacity building of nonprofits through a statewide strategic plan, and offering program dollars for affordable housing and community development.

**Barriers to affordable housing.** See the Housing Market Analysis section of the report for a discussion of barriers to affordable housing.

**Lead-based paint hazards.** See the Housing Market Analysis section of the report for a discussion of lead based paint hazards and related programs and policies.

### **Anti-Poverty Strategy**

The State of Indiana does not yet have a formally adopted, statewide anti-poverty strategy. In a holistic sense, the entirety of Indiana's Consolidated Plan Strategy and Action Plan is anti-poverty related because a stable living environment is also a service delivery platform. However, many of the strategies developed for the FY2000 five year plan (specifically goals 3 and 4) directly assist individuals who are living in poverty.

Indiana has a history of aggressively pursuing job creation through economic development efforts at the state and local levels. This emphasis on creating employment opportunities is central to a strategy to reduce poverty by providing households below the poverty level with a means of gaining sustainable employment.

Other efforts are also needed to combat poverty. Many of the strategies outlined in the Consolidated Plan are directed at providing services and shelter to those in need. Once a person has some stability in a housing situation it becomes easier to address related issues of poverty and provide resources such as child care, transportation and job training to enable individuals to enter the workforce. Indiana's community action agencies are frontline anti-poverty service providers. They work in close cooperation with State agencies to administer a variety of State and federal programs.

Education and skill development is an important aspect of reducing poverty. Investment in workforce development programs and facilities is an important step to break the cycle of poverty. Finally, there continue to be social and cultural barriers that keep people in poverty. Efforts to eliminate discrimination in all settings are important. In some cases, subsidized housing programs are vital to ensure that citizens have a safe and secure place to live.

### **Obstacles to Meeting Needs**

The Committee faces a number of obstacles in meeting the needs outlined in the FY2004 Consolidated Plan Update:

- The housing and community needs are difficult to measure and quantify on a statewide level. The Consolidated Plan uses both qualitative and quantitative data to assess statewide needs. However, it is difficult to reach all areas of the State in one year, and the most recent data measures in some cases are a few years old. Although the Committee makes a concerted effort to receive as much input and retrieve the best data as possible, it is difficult to quantify needs on the local level. Therefore, the Committee must also rely on the number and types of applications as a measure of housing and community needs.
- The ability of certain program dollars to reach citizens is limited by the requirement that applications for funding must come from units of local government or nonprofit entities. Thus, if these entities do not perceive a significant need in their communities they may not apply for funding.
- Finally, limitations on financial resources and internal capacities at all levels can make it difficult for the State to fulfill the housing and community development needs of its communities.

### **Action Plan Matrices**

A matrix that outlines the Consolidated Plan Strategies and Action Items for the FY2004 program year follows.



**Exhibit VI-7.**  
**Strategies and Action Matrix,**  
**FY2000 Five Year Plan, 2004 Action Plan**

Goals	Strategies	Action Items	FY2004 Goals & Progress
I. Expand affordable rental housing opportunities	a. Continue funding IHFA's Housing from Shelters to Homeownership program	Evaluate annually how the program meets identified housing needs (based on number of or dollars dedicated to units produced and rehabilitated)	Proposed funding: \$4 million.
	b. Continue using Rental Housing Tax Credits to develop affordable housing	Evaluate annually how the program meets identified housing needs (based on number of or dollars dedicated to units produced and rehabilitated).	Proposed funding: \$2.4 million.
	c. Continue to preserve existing Section 8 and other expiring use properties through IHFA's work as a Participating Administrative Entity (PAE) and PBRA.	Report to Committee IHFA's accomplishments as a PAE and PBRA annually	Activities are ongoing. For FY2003, IHFA will remain a PAE and Section 8 contract administrator.

**Exhibit VI-7. (continued)**  
**Strategies and Action Matrix,**  
**FY2000 Five Year Plan, 2004 Action Plan**

Goals	Strategies	Action Items	FY2004 Goals & Progress
<b>II. Enhance affordable homeownership opportunities</b>	<b>a.</b> Continue funding IHFA's Housing from Shelters to Homeownership program	Evaluate annually how the program meets identified housing needs (based on number of or dollars dedicated to homeownership for low and moderate income citizens)	Proposed funding: \$3.9 million.
	<b>b.</b> Continue funding IHFA's First Home program, which uses MRB and MCC to provide interest rate subsidies and down payment assistance	Evaluate annually how the program meets identified housing needs (based on number of or dollars dedicated to homeownership for low and moderate income citizens)	Program is ongoing.
	<b>c.</b> Explore the feasibility of establishing a statewide homebuyer counseling program	Work with IHFA to evaluate the need for the program. If a need is identified, assist IHFA in marketing of the program, especially to targeted populations	IACED, with funding from IHFA, is conducting the Homeownership Education & Counseling Initiative (HomeEC). The purpose of HomeEC is to determine the need for a statewide homeownership counseling program.
	<b>d.</b> Consider establishing a marketing campaign that promotes homeownership to the state's minority populations, specifically targeting African American and Hispanic homebuyers	Work with Fair Housing Task Force in consideration and potential implementation of such a campaign.	
	<b>e.</b> Continue using the Individual Development Account program	Evaluate the effectiveness of the program; assist with program needs; support legislative renewal	State legislature reauthorized funding for program. IACED has convened "IDA Working Groups" to provide feedback on the program.
	<b>f.</b> Use the Section 8 homeownership program to assist low income populations achieve homeownership.	Monitor the success of the new program in assisting the targeted populations.	

**Exhibit VI-7. (continued)**  
**Strategies and Action Matrix,**  
**FY2000 Five Year Plan, 2004 Action Plan**

Goals	Strategies	Action Items	FY2004 Goals & Progress
<b>III. Promote livable communities and community redevelopment</b>	<b>a.</b> Continue funding the Community Focus Fund (CFF), which uses CDBG dollars for community development projects	Evaluate annually how the program meets identified community development needs (based on number of or dollars dedicated to certain activities); modifying components as needed	Funding will continue in FY2004.
	<b>b.</b> Continue funding IHFA's Housing from Shelters to Homeownership program	Evaluate annually how the program meets identified housing needs (based on number of or dollars dedicated to units produced and rehabilitated)	Proposed funding: \$10.9 million.
	<b>c.</b> Continue the use of the planning and community development components of the CFF and Foundations programs	Annually evaluate the need for planning grants and related studies for local governments and CHDOs and consider allocating more CDBG and HOME funds to these programs if significant gaps are identified	Proposed funding: \$0.9 million for Foundations, \$1.6 million for planning grants.
	<b>d.</b> Continue including rehabilitation of existing structures as a scoring preference for applications for the Rental Housing Tax Credit and Housing from Shelters to Homeownership programs		Will continue scoring preference. The QAP provides a 10 percent set aside for developments that involve rehabilitation of occupied low income housing, developments in danger of being removed, and conversion of market rate to affordable housing.
	<b>e.</b> Explore the feasibility of a statewide Fair Housing campaign	Work with IHFA to determine the need for such a campaign and consider accepting proposals for Fair Housing activities	Campaign will continue pending funding.
	<b>f.</b> Continue to promote and encourage energy efficiency through the Rental Housing Tax Credit and Housing from Shelters to Homeownership programs		Scoring preferences will continue.
	<b>g.</b> Continue working to reduce the environmental hazards in housing, including lead based paint risks	Support a team effort between IACED and IHFA to provide training to grantees, particularly those conducting rehabilitation, about lead based paint hazards, if such an effort is deemed feasible	Lead based paint training workshops will be continued as needed.

**Exhibit VI-7. (continued)**  
**Strategies and Action Matrix,**  
**FY2000 Five Year Plan, 2004 Action Plan**

Goals	Strategies	Action Items	FY2004 Goals & Progress
<b>IV. Enhance employment development activities</b>	<b>a.</b> Continue the use of the Community Economic Development Fund (CEDF), which funds job training and infrastructure improvements in support of job creation	Evaluate annually how the program meets identified community development needs (based on number of or dollars dedicated to workforce development activities)	Program is continuing.
	<b>b.</b> Explore using the CEDF to fund employer based skills training that is transferable	Evaluate the feasibility of such a program; make recommendations to the Committee of how to proceed; design and implement program	Have set aside \$2 million in new and basic training and \$2 million for related economic development activities (e.g., infrastructure development). Program has been very successful.
<b>V. Strengthen and expand the state's continuum of care</b>	<b>a.</b> Continue to submit an annual SuperNOFA application to fund Continuum of Care activities	Create a Continuum of Care Committee (CCC) to provide oversight and development of the Continuum of Care application and evaluate the ongoing effectiveness of funded programs	The State is working on the application for FY2004.
	<b>b.</b> Encourage the formation of regional continuum of care consortia to coordinate continuum of care activities	Work to establish a successful network of continuum of care providers for all identified regions in the State	Included as a goal for the Homeless Task Force.
	<b>c.</b> Continue statewide nonprofit training provided by ICHHI for SuperNOFA grant applications		Continuing.
	<b>d.</b> Expand the funding available for shelter and transitional housing development in IHFA's Housing from Shelters to Homeownership program	IHFA will increase funding for shelters and transitional housing through the program from \$3 million to \$3.5 million	Funding goal was increased to \$2.5 million for FY2004.
	<b>e.</b> Continue to work to improve the FSSA ESG application and scoring process to emphasize continuum of care services	FSSA to continue revisions to the application, if needed, to encourage shelter provider integration into continuum of care networks	Application was revised for FY2002 to include preferences for transitional housing and shelters for the mentally ill (based on comments from the public forums). Evaluation will be ongoing.
	<b>f.</b> Implement a Homeless Management Information System (HMIS) between 2002 and 2004.	Coordinate with shelters and service providers to implement a statewide HMIS.	Will continue to work on HMIS implementation.

**Exhibit VI-7. (continued)**  
**Strategies and Action Matrix,**  
**FY2000 Five Year Plan, 2004 Action Plan**

Goals	Strategies	Action Items	FY2004 Goals & Progress
VI. Strengthen the safety net of housing and services for special needs groups	a. Enhance resources such as FSSA's Shelter Plus Care grants that provide rental assistance for people who are homeless or difficult to serve	Work to increase the amount of available resources for better assisting the state's special needs populations that are difficult to serve	FSSA received a second Shelter Plus Care award of \$2.2 million.
	b. Continue to participate in and solicit feedback from HIV/AIDS planning bodies.		Ongoing.
	c. Enhance technical assistance and planning activities of organizations serving special needs groups	Improve technical assistance opportunities; increase training for service providers (see full Plan for specific items)	Technical assistance is an eligible activity under HOPWA. Funding is demand based.
	d. Continue CFF funding for the development of facilities or modifications to existing buildings that benefit special needs populations and/or are required by ADA	Evaluate annually how the program meets identified needs of special populations	Funding continuing
	e. Continue to use HOPWA funding for tenant-based housing assistance, rental assistance, and direct client support	Evaluate the allocation of funds between the three program areas annually	HOPWA has been used to provide TBRA, emergency assistance, and supportive services in past program years; this will continue.
	f. Continue using IHFA's Housing from Shelters to Homeownership program for owner occupied rehabilitation	Evaluate annually how the program meets identified housing needs of special populations, especially as related to owner occupied rehabilitation	Funding continuing
	g. Explore the Home Choice program sponsored by Fannie Mae that allows more flexibility in underwriting guidelines for homeownership	Apply to Fannie Mae for participation in the HomeChoice program; if funded, evaluate pilot phase and potential expansion of the program	Received \$1 million for the pilot program. Program will be continued in FY2003.

**Exhibit VI-7. (continued)**  
**Strategies and Action Matrix,**  
**FY2000 Five Year Plan, 2004 Action Plan**

Goals	Strategies	Action Items	FY2004 Goals & Progress
VI. Continued.	h. Conduct a survey targeted to the state's migrant agricultural workers, to improve upon the knowledge about the needs of this population	Administer a survey of the state's migrant farm worker population	This item has been deferred pending a new committee within the Governor's Commission on Hispanic & Latino Affairs which will address migrant farmworker needs. IHFA has also allocated \$0.3 million to migrant farmworker housing.
	i. Seek input from organizations that work with special needs populations to guide funding and program formation.		This action item was implemented during the FY2002 planning process with the addition of new committee members and will continue.
	j. Research the need for tenant-based rental assistance in nonentitlement areas.		In 2003-2004, PHA Surveys and a review of TBRA programs in other states was conducted. Research is continuing.
	k. Explore the option and need for increasing the amount of downpayment assistance for persons with disabilities.		This is deferred to the Five Year Plan.
	l. Explore giving preferences to job training programs that work with persons with disabilities.		Will explore educational efforts for employers in 2007.
	m. Include youth as a special needs population in the Consolidated Plan.		Accomplished in 200X. Research will continue.
	n. Ensure that the State Allocation Plans are consistent with the Americans with Disabilities Act.		Ongoing.
	o. Monitor efforts to establish a statewide housing trust fund.		

**Exhibit VI-7. (continued)**  
**Strategies and Action Matrix,**  
**FY2000 Five Year Plan, 2004 Action Plan**

Goals	Strategies	Action Items	FY2004 Goals & Progress
VII. Enhance the local capacity for housing and community development	a. Continue using CDBG funds for technical assistance.	Determine the need for technical assistance and training, especially as related to environmental issues. If a need is identified, increase funding in these areas	Program is continuing.
	b. Continue providing funding for application training and technical assistance and CHDO training and capacity building activities	IHFA will evaluate the need for both training and technical assistance and continue to fund these programs to the extent allowed by the requirements of the funding source	Training is continuing.
	c. Continue providing HOPWA training and technical assistance	Improve technical assistance opportunities; increase training for service providers (see full Plan for specific items)	Currently provide training to potential grantees upon request.
	d. Continue the statewide forum on grant applications sponsored by FSSA		Program is ongoing. The forums are conducted once a year, after the applications are released.
	e. Continue the technical assistance provided by the IN Technical Assistance Consortium	Evaluate the needs of CHDOs through feedback from training provided by the IN Technical Assistance Consortium	Ongoing.
	f. Continue to include as part of the Consolidated Plan regional forums presentations by agencies on programs, application processes.		Ongoing.
	g. Explore providing more direct training for ESG grantees	Evaluate if grantees require additional training and technical assistance and, if so, establish a training program based on those provided by other HUD programs	Ongoing.
	h. Explore the creation of core operating fund for not-for-profits	Explore the feasibility of establishing a core operating fund for not-for-profit entities in the state the provide housing and community development services to the state's low income and special needs populations	IACED recently conducted a capacity building study for state's CD nonprofits. Goal of study was to develop a business plan and identify system resources of supporting nonprofits on a statewide level. Results will be used by the Committee to evaluate this task.

